

Swedish Strategy for Support for Regional and Subregional Development Cooperation in Sub-Saharan Africa

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Swedish Strategy
for Support
for
Regional and Subregional
Development Cooperation
in
Sub-Saharan Africa,
2002–06

The Swedish Government resolved on 27 June 2002 that Swedish support for regional and subregional development cooperation in Sub-Saharan Africa should be conducted in accordance with the enclosed strategy. The Government also authorized the Swedish International Development Cooperation Agency (Sida) to implement the support in accordance with the strategy.

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1. INTRODUCTION

Regional cooperation is, in many issues, crucial for a region as a whole. It is also essential for the scope of individual countries in the region to bring about favourable development of society and create peaceful ways of resolving any conflicts that arise. In Africa, regional cooperation is still limited but its scale is growing. In the past two years, African governments have taken new initiatives for cooperation and expressed interest in joint action on the part of Africa and the EU.

The present strategy is based on the overall objective of Swedish development cooperation — to reduce poverty. The partnership model is another point of departure: this means that shared values should form the basis of cooperation and that African priorities, development plans and visions should guide considerations regarding Swedish support. Strong African support and African ownership are crucial to ensure that the strategy results in enduring development cooperation and favourable development. A gender perspective should permeate both the partnership and the design of individual activities that receive Swedish support.

The strategy is to apply for the period 2002–06, with a review during 2004.

2. CONCLUSIONS FROM REGIONAL ANALYSIS AND PERFORMANCE ANALYSIS

2.1. Conclusions from regional analysis

Sub-Saharan Africa is not a homogeneous subcontinent. Problems, resources and solutions vary from one country to another and must be analysed in the light of unique prevailing circumstances. But these countries also have a great deal in common in terms of traditions, culture, historical experience and social structure. Challenges that exist in the majority of countries include the HIV/AIDS pandemic, armed conflicts, corruption, rapid urbanisation and the depletion of natural resources. The challenges also include political instability and deficient democracy, flimsy structures for healthcare, education and research, overregulated economies with weak private sectors and low economic growth, and marginalisation in the world economy — and these are not all.

Some of the challenges, by definition, require a regional approach. Others can be dealt with more effectively if national efforts are supplemented by regional cooperation. The reasoning in the regional analysis focuses on peace versus conflict, economic development, utilisation of cross-border natural resources and infrastructure, and issues relating to skills and capacity. The latter are seen as general preconditions for bringing about beneficial change.

Many African conflicts have regional dimensions, and often a direct connection with a weak democratic culture and inadequate respect for

human rights, which may contribute to terrorism. The end of the cold war means that the superpowers lost interest in sustaining the stability of individual African regimes; this, in turn, meant that internal conflicts were given a free rein. Refugee flows, trade and smuggling in arms and coveted raw materials, such as gold and diamonds, are among the causes of increased instability. Dwindling scope for securing subsistence for the population, such as the scant supply of land and water in rural areas or lack of job opportunities in the towns, are other underlying causes. Regional cooperation may help to prevent conflicts breaking out, and to solve those conflicts that do.

Regional economic cooperation may help to reduce a range of obstacles to economic development and counter Africa's marginalisation in the world, which is largely due to the same factors as poverty. Harmonisation of norms, laws and standards between African countries is necessary to attract investments, boost trade and sustainably manage and use natural assets on a regional scale. Reduced trade barriers between Africa and the rest of the world, and between African countries themselves, may pave the way for dynamic economic development and the more rapid growth that poverty alleviation requires. Physical resources and structures shared by several states can be administered and developed only on the basis of a regional perspective. Energy, transport and ICT are sectors in which better infrastructure and harmonised regulatory frameworks may yield substantial gains in terms of efficiency.

Regional economic integration in Africa may help bring about economic development and the more rapid growth that is required for poverty reduction. However, this must take place in such a way as to ensure that it is not only the richer economies that benefit from integration, at the expense of the poorer. It is vital to strengthen the poorest countries so that they can enjoy the fruits of economic integration and not fall even further behind.

Much of Africa's environmental destruction has local causes. But there are also cross-border natural resources in which regional cooperation, in the form of joint norms, regulations and investments, is a precondition for sustainable utilisation. Joint water resources, rivers and ecosystems are areas in which regional coordination mechanisms are necessary. Cooperation in the management of joint physical assets helps to reduce the potential for conflict between states, enhance interfaces between national and local players and generate confidence. National security, stable political systems and democratic forms of government can be attained only in a political climate characterised by willingness to work together. It is also a precondition for countries' ability to conduct a policy of poverty alleviation.

Africa is characterised by weak structures for education, healthcare and research. In many cases, regional cooperation may contribute to better resource utilisation and enhance the quality of national programmes and activities in these areas. Researchers and specialists can cooperate in

helping to solve problems of a cross-border nature. Regional networks for exchanging experience and pursuing issues of principle have a major bearing on support for education and healthcare alike. Development of the arts and media networks plays a key part in enhancing cross-cultural understanding. Cooperation between social movements and interest organisations in civil society is helping to lay the foundations of democratic development and greater respect for human rights.

The history of independent Africa shows extensive regional cooperative ambitions, both political and economic. Several initiatives have been taken by the Organization of African Unity (OAU) and the UN Economic Commission for Africa (ECA). In the early 1980s, the OAU's *Lagos Plan of Action* received a great deal of attention and held out the prospect of African industrialisation, with regional cooperation as its driving force. The Economic Community of West African States (ECOWAS), the Southern African Coordination Conference (SADCC, the forerunner of the Southern African Development Community, SADC) and PTA/COMESA gave expression to subregional cooperative and integrative endeavours.

Experience is, however, mixed. Political disunity, weak nationwide backing, inadequate resources for implementation and unclear channels of decision-making have often led to weak results in cooperation. Nor is experience from African regional intergovernmental organisations, as implementers of programmes and channels for aid funds, entirely encouraging. The donors usually prefer to channel funds for regional programmes via national agencies or international bodies, mainly in the UN family. In the long run, however, African regional issues must be dealt with by coalitions between African players, with the aid of African regional mechanisms and instruments.

Over the past few years, continental African cooperation has gained a new momentum. The African Union (AU) is currently being established as the successor to the OAU. The AU is being formed to generate an impetus by such means as a commission that may play a dominant part. Such questions as democracy, human rights and gender equality have also gained a clearer place in the constitutive act of the AU. There will be scope for parties other than governments to influence activities, by such means as the establishment of a Pan-African Parliament and a body that will include representatives of various interest groups. Measures of this kind may stimulate political leaders to ensure both that decisions they take are implemented and that their content is such that they genuinely affect broader groups.

The New Partnership for Africa's Development (NEPAD) is an initiative for Africa's development drawn up under the leadership of various African heads of state, but also adopted by the OAU.

The basic idea of NEPAD is that African countries must assume responsibility for their own development. The long-term goals are to

eradicate poverty in Africa, halt Africa's marginalisation in the globalisation process, and promote the role of women in all activities.

The emphases on African responsibility and ownership, and on conflict resolution, democracy, human rights and sound macroeconomic governance as essential requirements of development, are crucial. A peer-review mechanism is intended to ensure concrete progress in these areas. NEPAD also proposes measures in a range of sectors, such as infrastructure, agriculture, education and healthcare. External resources — through aid, debt cancellation, market access and private investments — are needed. NEPAD emphasises the importance of regional cooperation and refers to the necessity of developing regional public goods in such areas as infrastructure, energy, water, ICT, disease eradication, the environment and research.

In other respects, too, regional cooperation is being strengthened. Several regional organisations (UEMOA, ECOWAS, EAC, COMESA and SADC) are being reorganised at present, which is expected to increase their efficiency. At the same time, a broad range of networks are developing in various parts of Africa. They cover universities, research institutes, professional bodies, HIV/AIDS organisations, groups involved in democratic issues and matters relating to human rights, gender-equality groups, etc.

Intergovernmental alliances, other regional organisations and regional networks conduct numerous programmes in line with the objectives of Swedish development cooperation. Several programmes already receive support from Sweden, and others may be eligible for it. The conditions are discussed in Chapters 3, 5 and 6.

2.2. Conclusions from performance analysis

A review has been carried out of 497 activities financed under the grant heading of 'Regional Africa', costing a total of SEK 808 million, during the three-year period from 1998 to 2000 inclusive. Of these, 18 major activities of a regional nature were selected for closer examination.

This review of the regional portfolio of activities was carried out with respect to resource distribution, project content and implementation method, based on the guidelines for regional cooperation in Sub-Saharan Africa that the Government adopted in 1999. This shows great variation in terms of the regional relevance of activities. The dominant area of cooperation was measures to develop African institutions and networks, and also African, Swedish and international institutions whose activities are conducted in several countries.

The most common objective of regional activities was institutional capacity-building, usually focused on building up national capacity. The regional aspect is found in networks for the sharing of experience and knowledge.

Many activities consist of national projects that take place in parallel in several countries at once.

The regional activities have been highly complex, often comprising central components relating, for example, to capacity-building in individuals and institutions, support for regional centres and a long-term change in awareness of specialist issues among decision-makers and policy-creators. This means that the period of three years covered by performance analysis is too short to provide the basis for reliable analysis of results. However, there are indications that the activities have in most cases fulfilled their specific purposes and that they have had the positive impact desired.

Another conclusion is that there is a need to attempt to define more closely what is meant by regional relevance. The present strategy is intended to serve as an analytical tool to identify and focus Sweden's activities in regional development cooperation in the region.

3. STRATEGIC CONSIDERATIONS

Certain collective goods and services can be used without any infringement on other people's use of the same. These may be local, national, regional or global. Examples of these collective public goods are functioning road networks, infrastructure for healthcare and education, and management of joint natural resources. Public goods are often underfinanced in developing countries. This is because they are seldom provided through market mechanisms. Instead, they are financed with tax revenue. Nor can anyone be excluded from their use: this would entail major costs or practical problems. Public goods are therefore relevant in development cooperation. Nevertheless, many regional public goods require increased financing from and participation by the private sector. This can take place through, for example, increased private investments in infrastructure.

In several areas in Africa — as in other parts of the world — mismanagement of resources, ill-advised macroeconomic policy, neglect of democratic ground rules and political instability have resulted in destructive and dangerous phenomena that spread across national borders. Examples are armed conflicts, organised smuggling and the arms trade, contamination of soil and water, epidemics, and all-out wars. Since these phenomena affect whole societies, they can be classified as the opposite of public goods. A substantial portion of regional cooperation should focus on combating harmful regional phenomena of this kind.

Internationally, increasing attention is being devoted to the question of global public goods, partly because of the Swedish-French initiative to set up an international task force on public goods. The task facing this task force is to identify which goods are global and regional, and how they can be managed and financed. This is also important for regional cooperation.

In the implementation of the Swedish strategy for support to regional cooperation in Africa, the international discussion on global public goods should therefore be taken into account.

Poverty reduction is the central development objective in Africa. In order for this to be attainable, one requirement is a substantial rise in the growth rate. Economic integration and other forms of economic cooperation may help to achieve this end.

Several obstacles to development recur in many African countries. The HIV/AIDS epidemic has hit Africa particularly hard and is among the major threats to the continent's development today. Environmental destruction through overgrazing, deforestation and erosion of farmland occur locally in every country. Corruption is rampant in most societies. Weak democratic, legal and economic institutions that afford inadequate respect for human rights, low literacy rates and a lack of infrastructure for healthcare and education are recurrent characteristics. There are many examples. But the fact that a phenomenon occurs in many countries does not necessarily mean that it is best dealt with through regional cooperation. One strategic starting point for the strategy is the principle of subsidiarity. Problems and possibilities must be tackled primarily at national level, but at regional level when this is the most effective level for solving problems.

Direct measures to combat poverty are taken mainly at local and national level. When it comes to regional development cooperation, the link to poverty reduction is, as a rule, indirect. Cooperation is aimed at developing policy and strong institutions that form a basis for effective poverty reduction. Existing organisations for regional cooperation do not, however, necessarily have poverty reduction as an objective. Swedish support for regional cooperation should therefore be shaped in such a way that poverty reduction, the overall objective of Sweden's development cooperation, coincides with African priorities for combating poverty in a regional perspective.

Chapter 7 (Implementation of the strategy) discusses two organisational models for cooperation (centralised organisations versus decentralised networks). There are advantages and disadvantages to both these models. Nevertheless, one strategic starting point for Swedish development cooperation is that there should be active, responsible and committed African ownership of the organisation in question. But a strong organisation at regional level is not enough. Cooperation must be based on commitment and ownership on the part of national member institutions. Nor is it enough for activities to establish skills and capacity at regional level alone (regional centres of excellence). Concentrating efforts in this manner may result in erosion of national competence. Thus, it is important for regional cooperation to have direct positive repercussions on national skills and capacity.

During the 1990s, relations between aid donors and recipients were redefined in favour of partnership. Swedish development cooperation has

gained valuable experience of partnership within the framework of bilateral relations. It now remains to put this experience to use and develop functioning partnerships with regional actors as well, within the scope of support for regional initiatives, programmes and organisations.

Swedish aid for regional cooperation in Africa will necessarily involve various organisations. One strategic consideration is, however, not to make these organisations the primary starting point for cooperation. The point of departure should be an analysis of areas and functions suitable for, or requiring, regional cooperation for development and, in particular, preconditions for regional involvement. These areas for cooperation are identified in Chapter 6 (Areas). In the preparation of activities, identification of areas for regional cooperation should go hand in hand with an analysis of ownership and potential implementation organisations.

In principle, intergovernmental alliances, other organisations with regional mandates and organisations in individual countries belonging to a regional network may be considered eligible for Swedish support.

4. OBJECTIVES OF SWEDISH SUPPORT FOR REGIONAL DEVELOPMENT COOPERATION IN AFRICA

The overall objective of support for regional and subregional development cooperation is to help combat poverty in Sub-Saharan Africa. In addition, the international development objectives defined at various UN conferences in the 1990s and by the OECD Development Assistance Committee (DAC) and summarised in the Millennium Declaration of the year 2000 should form the basis of the content of regional development cooperation.

Direct efforts to reduce poverty take place mainly at local and national level. Conditions for achieving this can, however, be improved and long-term obstacles removed through regional cooperation. The regional strategy deals with these matters and proposes areas for Swedish activities.

The aim is that, by the end of the five-year period, Sweden's support for regional cooperation should have helped to increase African capacity to cope with the following tasks:

- reducing the spread of HIV/AIDS in a region, and strengthening other regional cooperation in this respect
- managing and preventing regional conflicts
- achieving sustainable economic growth through regional economic cooperation and integration for development of trade, investments, etc
- engaging in cooperation regarding natural resources that require joint management, and sustainable utilisation of cross-border ecosystems
- supporting networks and regional institutions for exchange of knowledge and joint policy development in healthcare, education and

- culture, and also in relation to democracy, human rights and gender equality
- developing regional infrastructure to link transport, energy and ICT systems
- professional skills and institutional capacity in various sectors, both as a basis for national development and to carry out negotiations on international conventions and agreements and their implementation.

5. ANALYTICAL FRAMEWORK FOR REGIONAL DEVELOPMENT COOPERATION

The starting point for the analytical framework is the principle of subsidiarity. One category of problems can be solved only through measures implemented at regional level, i.e. through regional cooperation between various national players or through intergovernmental organisations. This applies above all to the above-mentioned examples of regional conflicts, economic integration and management of natural resources and infrastructure that extends across national borders. Cooperation may be institutionalised in regional organisations, in the form of networks or of coalitions between players. In these cases, regional cooperation is **essential** to deal with the problems concerned.

Many problems are national in nature and therefore best solved at national level. In some cases, however, substantial gains may be made if coordination and exchange of experience take place at regional level between the actors involved. Here, regional cooperation affords **added value** for **cooperation partners**, compared with the situation of measures being taken in isolation at national level. This applies, for example, to cooperation regarding skills and capacity development and to professional exchange of experience in various sectors of society.

6. Areas of support

6.1 Regional development cooperation: the 'essential' category

Based on the above arguments, regional cooperation is essential to deal with the following key areas:

- conflict prevention and management
- economic cooperation and integration
- joint infrastructure and natural resources

Areas that should be particularly eligible for Swedish support for regional development cooperation to **prevent** and **manage conflicts** include:

- cooperative mechanisms that can mediate between parties in conflict and build confidence, peace and security between countries

- post-conflict measures to stabilise agreements
- co-ordinated efforts to combat cross-border criminality, terrorism, 'warlordism', trade in small arms, etc, primarily through police and customs cooperation
- cooperation to analyse trends with the potential to threaten security in a region and propose preventive measures
- cooperation on migration issues, which is also connected with HIV/AIDS.

Areas that should be particularly eligible for Swedish support for regional development cooperation aimed at **economic cooperation** and **integration** are:

- strengthening of African countries' capacity to analyse proposals from, negotiate with and implement agreed commercial measures within the framework of the WTO, EU and other international bodies
- work to supplement the analysis undertaken by the Bretton Woods institutions and other international analytical bodies
- stimulation of economic cooperation between countries, which may reduce intraregional transaction costs
- harmonisation of border procedures, customs and trade regulations.

Areas that should afford particular eligibility for Swedish support for regional development cooperation aimed at better management and development of joint **physical infrastructure and natural resources** are:

- cooperation relating to joint natural resources, such as rivers, groundwater resources and aquatic ecosystems, to attain joint regulation and management, and thus sustainable utilisation of the same
- development and joint operation of transport corridors, ICT and energy systems with regional coverage
- regional initiatives for mobilisation of private investment capital for infrastructural measures.

6.2 Regional development cooperation: the 'added value' category

This category includes activities that can theoretically be organised and implemented at national level, but where regional development cooperation affords added value in the form of economies of scale, critical mass, cost-effectiveness and legitimacy. The regional cooperative structures may vary from informal networks to organisations with regional mandates.

Healthcare and education are preconditions for economic growth. Health and educational issues are very much national concerns, but experience shows that regional sharing of experience in these areas plays a key role in strengthening national activities and creating scope for poverty alleviation. One important area is HIV/AIDS, where regional development cooperation can strengthen bargaining positions with respect, for example,

to the purchase of anti-retroviral medicines and to Trade-Related Aspects of International Property Rights (TRIPS) negotiations. Increased economic integration should lead to a reduction in regional routes of transmission when, for example, border crossings and customs procedures have been coordinated between the countries in the region to avoid unnecessary waiting times. Regional work on cultural issues and, for example, media networks also plays a major role in enhancing understanding between different cultures and is part of regional efforts for democratic development of society.

Africa has weak structures and inadequate skills in higher education and research, and lacks specialist expertise in many subject areas. National educational and research institutions find it difficult to meet international quality standards. Regional cooperation can offer advantages of scale in the form of critical mass and cost-effectiveness, and can support national education programmes by offering high quality and relevant specialisation. Short, applied, capacity-building courses for employees in sectors requiring state-of-the-art skills also afford substantial added value for national efforts. Regional cooperation can also contribute to the spread of experience with a bearing on capacity-building in national public administration.

Similar arguments can be applied to regional cooperation for harmonisation of technology, standardisation, legislation, regulations, policy and norms to modernise African national institutions and influence attitudes.

Another way in which regional cooperation is worthwhile is in harmonising African standpoints (where there are common interests) in negotiations with international bodies.

Swedish development cooperation should favour the financing of mechanisms for regional cooperation of the above-mentioned kind. But the added value does not come automatically. In each individual case, an analysis should be carried out of the economies of scale, critical mass, cost-effectiveness and legitimacy that the cooperation is expected to involve.

Areas that should be particularly eligible for Swedish support for regional development cooperation that can afford **added value** for the parties are:

- research cooperation on themes of common interest
- cooperation to develop methods and exchange experience for efforts to combat HIV/AIDS
- higher education in subjects where a division of labour and specialisation are attainable
- specialist courses for key categories of employees
- jointly managed institutions (such as gene banks)

- regional networks for journalists and human-rights organisations that can afford legitimacy within the country concerned, as protection against repressive regimes
- regional networks to support teachers, cultural workers and midwives, and regional organisations engaged in work relating to gender equality, female genital mutilation, breastfeeding, etc
- regional cooperative programmes to develop and harmonise reforms in the public sector, capacity-building, trade and investments, governance, the education and healthcare systems, tax collection, and incorporation and privatisation of business activities.

7. IMPLEMENTATION OF THE STRATEGY

7.1 Cooperation partners and implementation channels

Most inputs for regional development cooperation are required to be channelled through regional and subregional organisations of an intergovernmental or private nature, and also non-governmental organisations. More or less informal networks and centres of excellence will also play a significant part.

In the preparation of support for regional activities, the implementing organisation's mission, role, institutional capacity, skills and support, not only at government level but also among relevant stakeholders, should be analysed in relation to the results to be attained. Further aspects that should be clarified are the political will to implement (politically governed) organisations' aims, membership and ownership, in such forms as the members' own resource contributions, democratic decision-making structure and transparency, financial viability and resources, etc. The ownership aspect is central and should be analysed in every individual case. Unequivocal African ownership is a precondition for developing a partnership between Sweden and the programme owners and, in the long term, programme-oriented support. In some cases, the requisite organisations are lacking, for example in water-resource management based on drainage areas. In these cases, establishing a suitable organisation may be one result of the activity concerned.

The following parameters thus appear important when it comes to deciding on applications for support for African regional cooperation:

- clear indications of members' ownership through their own commitment in the form of resource contributions for cooperation
- the existence of robust and transparent financial systems
- content of cooperation that is relevant to Sida's action programme to combat poverty
- application of the subsidiarity principle
- long-term programme-oriented support in consultation with other donors.

Support for and through intergovernmental organisations

Regional cooperation in Africa has, to a large extent, taken place through intergovernmental organisations. There is also a long tradition of Swedish support for several organisations. Examples of possible actors and areas in this category are:

- the OAU/AU as a political platform, and for measures to prevent conflicts and to promote democracy and human rights
- NEPAD, which develops programmes in both political and economic areas that can be implemented at regional level
- the Southern African Development Community (SADC) for economic integration, management of joint natural resources and also conflict-prevention measures in Southern Africa
- the East African Community (EAC) for coordination of poverty-alleviating measures in the Lake Victoria area
- ECA for economic analysis, as a catalyst for increased cooperation relating to good economic governance, and as a spokesman for African positions and priorities in relation to the international community
- the African Development Bank (ADB) for parallel financing and mobilisation of capital for investments in regional infrastructure, in particular, and for strengthening of pan-African economic cooperation in a broad sense
- ECOWAS for economic and other integration in West Africa and conflict prevention.

Support for and through NGOs

Regional development cooperation through network-based regional organisations, such as universities, centres of excellence and NGOs, should be emphasised more as an addition to support granted to government institutions. Examples of such actors are:

- the African Economic Research Consortium (AERC) and Council for the Development of Social Science Research in Africa (CODESRIA) to develop research skills
- the Media Institute of Southern Africa (MISA) for democratic development and creation of an independent press in Southern Africa
- the East African Communities' Organisation for Management of Lake Victoria Resources (EcoVic) and the mayors' network, Lake Victoria Region Local Authorities Cooperation (LVRLAC) for channelling of local initiatives in the Lake Victoria area
- the Association for the Development of Education in Africa (ADEA), a forum for dialogue on education policy, exchange of experience and analytical policy work
- the African Medical Research Foundation (AMREF) for research and capacity development and to disseminate knowledge of policy and practice in healthcare
- Southern Africa AIDS (SafAIDS) for methodological development and information dissemination in the field of HIV/AIDS.

Support to create a foundation for the private sector

A range of initiatives are currently being taken by the private sector on a regional basis. Funds and other mechanisms for investments and introduction of new actors are being created at regional level. These actors' behaviour is highly dependent on environments where the risks facing new economic initiatives are as small as possible. Development cooperation may play a part both in helping countries to create a favourable investment climate and in providing support for regional funds that removes risks. Examples of such actors are:

- the African Private Infrastructure Financing Facility (APIFF), a private initiative currently under development, intended to provide loans for infrastructural investments
- the American Insurance Group/African Infrastructure Fund (AIG), which invests in shares in infrastructure companies
- Public-Private Partnership for the Urban Environment (PPPUE), a UN initiative for mobilisation of capital to finance environmental investments
- the African Stock Exchange Association (ASEA), a trade association for stock exchanges.

Identification of channels

The organisations that receive Swedish support can serve either to implement programmes, on the one hand, or to lay down norms and create policy on the other. The principle of subsidiarity is a key guideline. When it comes to harmonisation of laws and regulations, it is reasonable for the organisation or equivalent that is responsible for the programme to develop new norms while implementation takes place at national level. In the management of regional conflicts, on the other hand, a regional organisation may be responsible for implementation.

Project portfolio

One ambition for the design of a Swedish portfolio of support measures over the period covered by strategy is that, within the framework of priorities in terms of content, the emphasis should be shifted from individual projects to a programme approach relating to the above-mentioned strategic categories. The 'essential' and 'added-value' categories should not be considered as alternatives. To balance the existing project portfolio, activities in which regional development cooperation is essential should be given greater scope in the initial phase of the strategy period, since this category is underrepresented at present.

Forms for support

Support for regional organisations can be provided at project level, in the form of core funding and as programme support. Where these latter two categories are concerned, a general cooperation agreement should be concluded with the regional organisation in the same way as when bilateral cooperation agreements are signed. The precondition is that there should be a joint foundation of shared values on which the agreement can be based. Agreements of this type create a basis of dialogue.

The idea of partnership in a regional perspective

It is proposed that the partnership model applied by Sweden in intergovernmental development cooperation should cover regional cooperative relationships as well. The preconditions for the regional partnership between Sweden and Africa should therefore be discussed in more detail by Sweden and African partners.

7.2 Coordination with other donors

A number of bilateral and multilateral donors¹ work on regional issues in Sub-Saharan Africa. The motives and starting-points vary, while the areas, projects and organisations that receive support often coincide. Sida is currently cofinancing regional activities with other countries' international development authorities, including Norad, Danida and DFID, in Southern Africa. Sweden's cooperation with these and other donors with respect to regional development cooperation should be strengthened during the strategy period, especially when it comes to dialogue capacity concerning strategic regional issues. Here, there is great scope for strategic partnerships to facilitate matters for the cooperation partners and donors alike.

Cooperation with the EU should be given particular consideration. Sweden should actively seek cooperative projects where the European Commission's comparative advantages and experience of regional integration can be supported through Swedish cooperation. This applies both to support for economic integration and to support for other areas of regional cooperation in accordance with the Cotonou agreement. The scope for cooperation based on the EU Common Position on Conflict Prevention, Management and Resolution in Africa should also be noted.

During the period under review, Sweden should actively work for donor coordination in strategic areas, such as the Water Initiative in Southern Africa and the Lake Victoria Initiative.

7.3 Resources

The following figures for the indicative volume for regional development are proposed.

	2002	2003	2004	2005	2006
Indicative volume, SEK million	600	700	800	900	1000

¹ (CIDA, Danida, DFID, EU, Finnida, Norad, the World Bank, UN bodies, etc.)

LIST OF ABBREVIATIONS

ADB	African Development Bank
AERC	African Economic Research Consortium
AU	African Union
CIDA	Canadian International Development Agency
COMESA	Common Market for Eastern and Southern Africa (superseded PTA in 1994)
CSSDCA Africa	Conference on Security, Stability, Development and Cooperation in Africa
DAC	OECD Development Assistance Committee
DFiD	Department for International Development, United Kingdom
EAC	East African Community
ECA	Economic Commission for Africa
ECOWAS	Economic Community of West African States
EU	European Union
UN	United Nations
IGAD	Intergovernmental Authority for Development
NEPAD	New Partnership for Africa's Development
OAU	Organization of African Unity
PTA	Preferential Trade Area
Public goods	Common resources that can be used without any means of limiting other parties' use
SADC	Southern African Development Community
TRIPS	Trade-Related Aspects of International Property Rights
UEMOA	Union Économique et Monétaire Ouest-africaine (West African Economic and Monetary Union)
WAEMU	West African Economic and Monetary Union
WTO	World Trade Organization



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